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ABSTRACT

Three models--the self-directed job information services, employability exploration and job development services, and intensive employability development services--were conceived to offer employment services to various types of applicants. The workability of these models was aided by the Job Bank and Job Information Service. The Job Bank is an information storage, maintenance, and communication system for local offices and cooperating community agencies which relieves interviewers and counselors from many routine clerical tasks. The job Information Service provides Job Bank listings for qualified applicants who are capable of doing their own job search. An employment development team would provide services for the disadvantaged. The members would provide job development and placement, assessment and counseling, skill and on-the-job training, tutoring and other preprofessional support services. (BC)

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The Employment Service as a Comprehensive Manpower Agency

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U. S. DEPARTMENT OF LABOR
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THE EMPLOYMENT SERVICE AS A COMPREHENSIVE MANPOWER AGENCY

Introduction

The severest critics of established institutions argue that they cannot be effectively changed from within and that they must either be destroyed or bypassed by the development of alternative and competitive structures. The Federal-State employment service, as a primary manpower delivery system, has faced this challenge in the past and must meet it more squarely in the future. As a deliverer of manpower services to poverty-oriented programs such as CEP, WIN, Job Corps, NYC, MDTA and NAB-JOBS, the employment service has been forced to redirect its efforts to the needs of the poor and disadvantaged. For the most part this has been achieved by add-ons of personnel and money and not by a fundamental redirection of basic resources.

The consequences of the effort to develop alternative structures has been a proliferation and duplication of effort and delivery systems, both within the Employment Service System itself and in community agencies, with related responsibilities in serving the poor and disadvantaged. From this proliferation, fragmentation and competition has emerged a demand by responsible community leadership for more orderly and effective delivery systems; in particular, a system which better plans, coordinates, and directs job development contacts with employers.

The most practical answer yet devised to meet this demand from employers and community leaders has been the relatively simple and inexpensive Baltimore Job Bank, a computer-assisted system of job order development, distribution and control. But, beyond its "orderliness" the Job Bank has proven to have an even more redeeming feature which is critical to the redirection of the employment service. It opens up the system so that all applicants, including the disadvantaged, all agencies serving the disadvantaged and all employment service personnel, regardless of where they are stationed in central placement units or neighborhood outstations, have equal access to all jobs and training opportunities available in the community on any given day.

This has resulted in a tremendous increase in placements for the disadvantaged in Baltimore and offers promise for doing the same thing in the other major cities to which it will be extended in the next year. Thus, the Job Bank technique, along with the HRD concept and the HRD Employability Development Model used in the implementation of the WIN Program, offers a significant opportunity for a fundamental redirection of the employment service operations toward the urgent and pressing needs of the poor and disadvantaged.

It is anticipated that a computer-assisted matching system such as that now under experimental test in Utah, Wisconsin, and New York, and having both an order and applicant data Bank, will further facilitate the opening up and redirection of employment service operations.

The substantive changes required in employment service organization, systems design, and operating methods and techniques are broadly defined in the material which follows. This represents a conceptual approach to the redesign of the employment service as a Comprehensive Manpower Delivery System. Much developmental work remains to be done in testing and validating this conceptual design.

To achieve the desired redirection of the Employment Service, the HRD concept in its broadest sense must permeate all functions and activities. All planning, management action, and operations must be compatible with and directly or indirectly support accomplishment of this goal. While the above was envisioned when the HRD concept was introduced, recent field visits and past evaluations of HRD effectiveness indicate that field implementation has not achieved the desired redirection and the concentration of effort to fulfill our mandate.

The provision of intensive employability development services for people most in need of manpower services is the crux of the ES reorientation. The redirection of the major portion of ES staff and fiscal resources is for the purpose of more adequately serving the disadvantaged.

The policy of the ES to provide employability development services is stated in the recent Secretary's Regulation, 20 CFR 604.21. Intensive employability development services--which include outreach, assessment, orientation, work preference evaluation, referral to supportive services, work training, job development, placement and post placement support services--are to be provided to disadvantaged individuals in the most effective manner possible.

The purpose of this document is to present a new local office system for delivery of manpower services--providing for new functional groupings and functional relationships--which can eventually serve as the model for the complete restructuring of all local offices to enable them to serve as comprehensive manpower agencies. The significant feature of this change is the fact that services to mainstream applicants have been streamlined so as to free staff to provide more intensive services to less competitive and less qualified applicants.

This paper contains several major departures from traditional employment service approach to providing manpower services:

> Employability development services are provided all disadvantaged applicants, including those in special programs such as WIN, Job Corps and CEP, by teams with limited caseloads. Teams are responsible for total client services; i.e., work sample and conventional testing, counseling, coaching, referral to institutional and work-training, job development, placement, post placement follow-through, and other services necessary for successful employment.
>
> This approach pulls together many of the innovative manpower services developed in recent years, such as outreach, orientation, coaching, work sample assessment, and followup support on the job, and is capable of serving applicants in any manpower program. It is also sufficiently flexible to accommodate fluctuating labor market conditions.

Provision is made through a Job Bank or other similar technique for central order-taking distribution and control, enabling wider participation of all ES staff and cooperating community agencies in job development and placement work. In this manner, applicants in all ES offices as well as clients of other agencies in a city or local area get the same exposure to all job openings.

More responsibility is placed on the applicant, particularly the job-ready applicant, to help himself and to make choices about the services he can receive. Applicants have the choice of immediate job exposure in a job information service, or more intensive employability development and job development services.

Information obtained from applicants is minimized and is based on a need to know.

Background

The Human Resources Development concept is predicated on the certainty that the ES is capable of redirecting staff and fiscal resources to provide individualized employability services to the less competitive applicant while at the same time providing a meaningful service to the qualified applicant and the employer.

The first official document explaining the concept and providing guidelines for its implementation was issued August 24, 1966, as USESPL 2092. 1/ This letter proposed that local offices "develop comprehensive Human Resources Development Programs which concentrate on...improving the employability of disadvantaged persons regardless of age or other special characteristics." The basic message of PL 2092 related to improving the effectiveness of the provision of employability services to the disadvantaged by focusing in a specialized manner upon the needs of the individual. This document stated the responsibility of the Employment Service to function as a comprehensive manpower service agency.

Early in 1967 the national office developed a booklet entitled "Human Resources Development Concept." This document provided a more extensive explanation of the concept of HRD than did PL 2092 and discussed such items as comprehensive employability services for adults, the relationships of HRD to community-based agencies and resources, and the administration and organization of HRD. Like PL 2092, the "HRD Concept" focused upon the need to broaden the mission of the Federal-State Employment Service system to assure its effective response to the changing manpower needs of our society.

PL 2092 and the HRD Concept booklet provided guidelines and suggestions to the ES State agencies to implement the HRD "program." Both documents outline the major functions of HRD as (a) outreach, (b) improving employability, (c) developing job opportunities and placement services, and (d) providing job market information. Both papers described "employability development"

1/ USESPL 2092, Guidelines for the Development of Plans of Action to Implement an HRD Program for the Disadvantaged, August 24, 1966

and "job development and placement" as two separate and distinct entities; coordination was implied but responsibility was dividend. Generally, employability development was then considered to consist primarily of counseling, training, individual appraisal, and orientation to the world of work; job development and placement occurred when an individual had received "employability services."

Thus far HRD was a concept, inappropriately called a "program," without an effective vehicle for implementation. The general instruction to "go forth and do good" with HRD was too abstract to be readily grasped and applied. It was with the creation of the WIN program that HRD found an effective medium of expression. USESPL 2380 1/ introduced the use of a team made up of specialists to provide manpower services to enrollees of WIN. The term "employability plan" was also introduced, as was the idea of controlled caseloads assigned to WIN teams. As USESPL 2380 stated: "The WIN program is an important application of the Human Resources Development Concept." The WIN program allowed for HRD in action and, more important, provided the funding and legislative mandate to make it work.

It was at this point that the Human Resources Employability Development Model (USESPL 2406) 2/ was introduced. The model develops and utilizes such basic HRD tools as the employability plan, the employability team and the controlled caseload; it incorporated much that had been learned from HRD efforts in the WIN program. Employability development now takes on a new significance as the full range of manpower services are brought to bear upon each individual by the team. No longer are job development and placement and other essential manpower services provided by separate operational units; job development and placement, like counseling and job support (coaching), is an integral part of the activity of teams. Intensive planning and provision of sufficient personalized services are made possible by the control and limitation of caseloads assigned to each team. The Employability Development Model has become the vehicle for providing HRD employability services to disadvantaged applicants.

The task at hand is to integrate this Employability Development Model into a comprehensive manpower delivery system which serves all the population that flows through the mainstream of our local offices. The system of service described hereinafter is designed to accomplish this task.

Overview

This local office model embraces three groupings of applicant services--self-directed job information services, employability exploration and job development services, and intensive employability development services.

1/ USESPL 2380, The Work Incentive Program - Role of the Employment Service, May 22, 1969

2/ USESPL 2406, Human Resources Employability Development Model, September 9, 1968

These three clusters are based on a hierarchy of applicant need, with staffing and resources concentrated in the intensive employability development function, which is devoted on a controlled caseload basis to those applicants with greatest need.

Two recently developed "tools" of particular importance in allowing this model to become truly operative are the Job Bank and the Job Information Service. The Job Bank provides an information storage, maintenance and communication system between the several local offices and cooperating community agencies dispersed throughout the city which allows the ES to bring job and training opportunities to persons using any one of these offices rather than forcing the applicant to come to some central (usually downtown) location to get meaningful opportunity exposure. The Job Bank is the "glue" that binds the job seeker with either a job or training opportunity. The use of computers, either in a Job Bank or in a matching system, relieves the interviewers, counselors, and specialists from much of the clerical routine in file maintenance and use heretofore associated with their tasks and allows them to provide more intensive employability services.

The Job Information Service provides Job Bank listings of job openings for use by those applicants who possess marketable skills and are sufficiently motivated to do their own job search with minimum assistance, in much the same manner as this is accomplished in Convention Placement services. With job-ready applicants assuming more responsibility for helping themselves, ES staff can be better utilized to serve those applicants who are in the greatest need.

An Employer Services Unit, an Assessment and Orientation Unit and Labor Market Information Unit provide specialized staff support to the applicant service clusters.

The total system is drawn together through a goal-directed "plans of service" vehicle tied to a funding mechanism that places responsibility on local management for goal accomplishment. The techniques employed in this system enable local offices to function more effectively as comprehensive manpower agencies making better goal-directed use of existing staff and fiscal resources, and having a more definitive and predictable basis for seeking and justifying additional resources.

Description of the System

The following is a description of the major aspects of the system:

A. Outreach

Outreach and recruitment is directed only toward disadvantaged persons. In accordance with GAL 1244, 1/ outstationing of ES staff at locations such as colleges, union halls, employer establishments, and schools, primarily for the purpose of recruiting and placing of job-ready applicants, is to be eliminated.

1/ GAL 1244, Results of National Office Review of State ES Plans of Service and Guidelines for Implementation, October 14, 1968

Outreach techniques are described in detail in the HRD Employability Development Model, PL 2406.

B. Intake

All persons who come into the ES office for services are first received by a receptionist in the intake unit. Applicants may come from institutional referral sources, may be referred by recruiters or outreach workers, or may walk in off the street. Many persons coming in will have visited the office before and are coming now to use the Job Information Service or to inquire about other services. Persons who are visiting the office for the first time are asked to fill out a simple form giving such information as name, address, social security number, age, veteran status, handicap (if any), source of referral and purpose of visit. If the applicant cannot complete the form or has difficulty in understanding the items, he is assisted at this point of intake to complete it. This form is used for applicant identification and routing. Persons returning to use the Job Information Service are sent directly there unless the supervisor of the Service has requested a temporary curtailment of traffic flow due to crowded conditions.

After initial reception, all persons who are visiting the office for the first time are given an explanation of the full range of ES services. This explanation could be provided by an interviewer on a one-to-one basis or via brief group sessions. Each individual, with assistance from intake staff, selects one of three alternative patterns of ES services which he feels best suits his needs. Veterans are informed of the existence and function of the Local Veterans Employment Representative and to their entitlement to preference in job referral. They are informed that to receive veterans' preference, they should request assistance from the Employability Exploration Service.

The three patterns of ES services make distinctions betwen applicants who are job-ready, those who need assistance in job-search, and those who need a wider range of employability development services. Those applicants who choose immediate job exposure are directed to the Job Information Service; applicants who are unsure of their degree of job-readiness and choose to further explore their relationship to the job market are referred to Employability Exploration Services; applicants who can identify their need for intensive employability development services are assigned to a team caseload. Some applicants may be uncertain about where they should choose to go. If so, they will be given assistance in making sound choices and, in routing them, a notation will be made to notify the interviewer or counselor serving them of the importance of some form of tracking (followup) to ensure that the applicant gets the service he really needs to achieve competitive employability.

The Intake Unit is responsible for applicant/client flow control. In order to prevent overloading the Job Information Service the Employability Exploration Service, or the Employability Development Service, staff of the Intake Unit must be continuously aware of the condition of traffic within these units. It may be necessary at times to require persons or groups of persons needing individualized services to return

at a later date, on a scheduled basis, in order to maintain a manageable applicant workload. However, before scheduling, an effort must be made to allay any suspicion that rescheduling is a put on or a put off.

C. Applicant Data

Information obtained from an applicant for purposes of completing an application should be based on a need to know. Unnecessary paper transactions should be eliminated, especially during the intake function. The following criteria illustrate when and to what extent applicant information is obtained:

1. Upon completion of the intake procedure (described above), each individual will initially be sent to either the Job Information Service, Employability Exploration Service, or assigned to an Employability Development Team. Information needed to fulfill each of these levels of service will be obtained at one of these three service points.

2. Since individuals choosing to utilize the Job Information Service are likely to be job-ready and in need of job opening information only, additional applicant data will be obtained only at time of referral. When a referral from the Job Information Service occurs, only the applicant's name, social security number, age, color, veteran status, and any handicap will be noted. (Much of this information may be obtained from the route slip previously completed by the applicant.) This information is necessary for order control verification and certain data collection purposes only.

3. Applicants engaged in the Employability Exploration Service will be asked for information such as personal data, education and training, interests, desires, and a brief work history. This information will be needed in order for the job developer and other exploration staff to assist the applicant in his search for work.

4. Those individuals assigned to a team's caseload will have an extensive case history developed on their pertinent background, test results, counseling sessions, employability plan, and other information needed for employability development.

5. Applicants who are also UI claimants will be required to complete applications for work in accordance with the particular State law or regulation.

D. Job Information Service

Job Information Service is a means for providing, on a modified self-service basis, information on job leads, employment, and training opportunities. This Service accomplishes two purposes: (1) it can fully meet the needs of many job-ready applicants; and (2) a greater proportion of ES staff can be used in the more intensive service units. Although the concept of self-service has been in effect for several years in ES-operated convention placement services, adaptation in a local office is relatively new.

The traditional method of selection and referral is replaced by self-service. As a consequence, most staff normally doing interviewing, placement, verification of job orders, and referring applicants can be reassigned to intake, orientation, employability teams, and employer services. Traditional job satisfaction, inherent in placing "qualified" applicants and filling employer orders, will need to be replaced by new job satisfaction based on seeing the job-ready take more initiative in their own behalf and on providing services which make the disadvantaged and non-job-ready employable, developing jobs for them, and following through to improving retention and upgrading on these jobs.

Job Bank lists containing openings in all occupations are displayed in the Job Information Service. The lists contain all pertinent information about the jobs except employer identification. Only ES staff or representatives of cooperating community agencies will be provided with a list which includes employer identification for each entry on the list. The Job Bank lists will be so arranged that they may be separated into broad occupational or industrial categories. Such an arrangement will reduce the number of copies needed and will enable an applicant to find job openings commensurate with his interests more readily.

All applicants using the Service may avail themselves of the job lists and select the job or jobs in which they are interested, or they may request assistance in selecting a job best suited to their needs. If a user makes a selection, he informs the Service clerk who checks with the Job Bank control to determine if the job or jobs are still open. If the job is still open, a referral card containing the employer's name and address is provided the applicant and a notation is made of the applicant's name, social security number, veteran status, and color. A copy of this information is transmitted to the Job Bank which maintains referral control and verifies results.

In most cases, persons seeking professional, technical, clerical, sales, or other highly skilled positions will need little or no assistance in selecting a suitable job. Therefore, the clerk may complete the referral card following the above procedure.

Applicants seeking jobs in industrial and service occupations should consult an interviewer before being referred to a job. In general, applicants seeking employment in these occupations are more likely to need guidance in assessing all aspects of the jobs they have selected, including such things as distance to the job, special requirements, and opportunities for advancement. This may help the applicant avoid fruitless trips to employing establishments. If an applicant has selected a job which obviously does not suit his needs, the interviewer may be able to bring to his attention jobs in related areas which he may not have considered. The interviewer's function is only to advise and counsel and not to impose his judgement on the applicant. Ultimately, the applicant selects the job or jobs to which he chooses to be referred.

In the event an applicant does not find a suitable job listed, he is reminded of the other services--Employability Exploration and Employability Development--which are available to him, and is offered three alternatives.

1. Returning to the Job Information Service on another day (or days) to review new job lists.

2. Referral to Employability Exploration Services where the applicant may receive further assessment, instruction in job-finding techniques or job development, or where he may leave an application card for later job development.

3. Referral to Employability Development Services.

(Where required by State UI law or regulation, UI claimants will leave a completed application card with the Employability Exploration Service but will have a choice of the remaining alternatives.)

In addition to interviewers, the Information Service will have non-professional staff whose chief functions include assisting applicants in finding material, keeping close contact with the Job Bank, maintaining the job lists, clearing with order control for referrals, keeping traffic count, and related activities. The staff should also be familiar with the city, community, transportation facilities, etc.

The staff will need to be constantly alert to identify applicants needing assistance. If it appears that an applicant needs services beyond self-help available in the Information Service, he should be interviewed, and if the need is confirmed, should be referred through intake to another service.

E. Employability Exploration and Job Development Services

It is anticipated that a large number of applicants will need service beyond that which is available in the Job Information Service yet may not need the degree of intensified service that is provided by an Employability Development Team. Among this group will be applicants

who have encountered frustration in their own job search because they are unable to relate their capabilities and qualifications realistically to the requirements in the job market or because they have a minor barrier to employment which they are unable to overcome without some type of assistance.

Employability Exploration Services are designed to prepare an applicant to use the Job Information Service and initiate his own job search; to assist the applicant directly by developing job opportunities for him through the use of job opening lists and labor market information; or to assist the applicant in recognizing his need for more intensive employability services. It is evisioned that some applicants in this group will need instruction in job-finding techniques. Others will need intermediary services, such as contacting an employer to explain the applicant's qualifications or limitations in relation to requirements on a particular job and arranging an interview. Still others will need a deeper appraisal of their capabilities and desires in relation to the job-market, assistance in making an occupational choice, and job development to provide a meaningful outlet for the results of the appraisal or occupational choice.

Veterans, UI claimants and other persons who have not been successful in finding a job through the Job Information Service may choose to come to the Employability Exploration Service for further assistance. At this point, an applicant may choose only to fill out and leave an application card; veterans and UI claimants are informed that their cards will be reviewed against new Job Bank listings and that they will be called for any appropriate jobs, with preference being given to veterans in accordance with regulations; other applicants leaving cards are informed that job development will be performed for them as time permits. Daily review against Job Bank listings is done only for veterans and UI claimants. The cards are given consideration for a two-week period, after which time persons for whom a job has not been found should be called in for further assistance.

Conceivably, all services mentioned above would be provided with sufficient followthrough to ensure successful results. Applicants who cannot be served at this level of service are apparently in need of more intensive employability development services. Arrangements should be made through Intake to assign these applicants to Employability Development Teams. If team caseloads are full and an applicant's circumstances are such that he cannot wait for team assignment, stop-gap employment or other avenues of temporary relief should, if at all possible, be provided by the Employability Exploration Service until a vacancy occurs in a team's caseload.

F. Employability Development Services

Intensive Employability Development Services are provided disadvantaged applicants by Employability Development Teams. Teams are defined and described in great detail in PL 2406, HRD Employability Development Model (available in booklet form). It is essential that all ES staff thoroughly understand the Model, the teams, and their implications for the ES.

The Employability Development Team

The team unit, consisting of three to five members, is responsible for job development and placement, assessment and counseling, skill training and OJT, tutoring and other preprofessional support services, and clerical activities. The value of the team lies in its ability to provide comprehensive employability services which are wholly integrated around each individual's total needs. The team is able to do this because (1) it is functioning as a unit with an awareness of the interdependence of the various employability disciplines--assessment, counseling, work-training development, job development, and coaching, followup and other job support; (2) there is a constant personal relationship between the team and its clients and an understanding of the status of each client's total employability development; and (3) the controlled caseload allows the team enough time to serve its entire clientele adequately.

Caseload Controls and Functional Coordination

Employability Development Team caseloads are controlled in order to maintain a numerical caseload limitation and to assure appropriate distribution of clients needing intensive services among all caseloads. There also must be a master control of client participation in the various work-training programs and other components providing manpower services.

G. Special Applicant Service

Special applicant groups--veterans, handicapped, older workers, minorities, and youth--receive the intensive services they need as a regular part of the services provided by the Employability Exploration Services and the Employability Development Teams. However, there have been developed, through the years, extensive bodies of knowledge for each of these groups relating to the unique aspects of their problems and the development of specialized techniques and methods for resolving them. In addition, services to these groups require close liaison and the development of cooperative relationships with many other organizations and agencies concerned with the same special group problems.

Whenever practicable, provision should be made for the assignment of staff specialists, each of whom would be thoroughly trained in services to the aforementioned special applicant groups, who have the time to provide the necessary services as well as liaison work with outside organizations. These specialists would monitor the office's provision of services to the special applicant groups and serve as consultants in particularly difficult cases. Depending upon the size of the office and availability of staff, these duties might be in addition to a regular staff role, such as being a member of an Employability Development Team.

H. Assessment and Orientation Services

A need exists for centralization of some technical support services which can be provided more efficiently on a group basis or which require more sophisticated equipment, techniques, and specialized staff than can be made available in the various units or offices. Examples of these services are:

1. Certain aptitude and psychological test administration.

2. Work sample experience and evaluation.

3. Job-finding techniques instruction.

4. World-of-work orientation.

When possible, a full array of manpower services should be made available at each applicant contact point, with only those services having the above-mentioned special characteristics being centralized. In situations where transportation considerations do not allow certain offices or units to use a centralized support service, it might be feasible to rotate the assessment and orientation activities from one outstationed center to another using some personnel from the assessment and orientation center on a continuous travel schedule and a mobile trailer for classroom space and work sample equipment. The most significant disadvantage of this approach is the delay in provision of these services to applicants who must wait for the next scheduled session in their outstationed center. Provision for transportation of applicants in the company of a coach to the centrally located assessment and orientation center will serve to alleviate this problem.

Considerable appraisal and orientation service can be provided by the outstationed teams without relying on the assessment and orientation staff. This service is needed by only a fraction of the total applicant group served in any given outstationed center. Where regular outstationed staff have the competency, facilities are made available, and caseload sizes are reduced sufficiently, the functions of the central assessment and orientation unit can be decentralized to the outstationed centers. Whichever way these services are arranged and staffed, it is vital that they be provided for, and that each

functional specialization be closely linked to its operation. For example, the counselor in any outstationed location or local office should have direct access and involvement to the orientation and assessment service. Job development personnel would play a significant part in conducting classes and other orientation activities relative to the job-finding behavior of enrollees. Occupational information specialists would make a major input to orientation for those applicants enrolled in employability exploration activities. In other words the orientation and assessment service is not envisioned as a totally separate unit operating independently of other services. It is a support service for all other activities.

I. Central Order Taking, Distribution, and Control (Job Bank)

Job Banks provide a systematic method for centralized intake of all job orders, daily assembly of all current job orders and daily distribution of lists of current job orders to the Job Information Service, the Employability Exploration Service, Employability Development Teams, and participating local organizations. Job Banks can be developed and maintained by computer or manually, although manual systems are probably only practicable in medium and smaller-sized cities.

Job Banks may consist of a Job Order Taking Unit and a Job Order Control Unit with computer assistance or a similar, manual system. The computer produces job bank books, which contain daily listings of all current job openings, and prints out whatever information is needed by management for operations and control.

A Job Order Taking Unit receives and completes job orders so that they can be entered into the computer or manual system. This unit also verifies the disposition of referrals when this information is not reported by the employer, verifies the currency and age of orders, and edits job orders for completeness and proper classification.

The Job Order Control Unit regulates referrals on job orders to assure that employers do not receive more referrals than requested and that applicants are not referred to jobs which have already been filled. The master job bank book is maintained in the Control Unit. Before any job bank book user makes a referral, he must call the Job Order Control Unit to determine whether the referral limitation has yet been met or whether the job has been filled.

From the Job Order Taking Unit the job order is directed through the Job Order Control Unit for further editing and entry into the computer. The new orders and all open orders are printed by computer or manual system into a master job bank book. Job Bank lists are reproduced each morning and copies are made available to all users. All changes made on the Job Bank's master copy during the day's work and all new orders received become the basis for the print out of the new book for the following day.

The job order is aged from day of entry into the job bank book. When there have been insufficient referrals on an order or if an order goes unfilled despite referrals, that order is identified by the computer or manual system and is brought to the attention of the Employer Services Unit (action taken on this order is described in the Employer Services section of this paper).

Job orders developed by team job developers for specific individuals in their caseload obviously are not provided to the job bank for inclusion in the daily job bank book, although they are reported for record-keeping purposes. If the job developed for a specific individual does not result in referral, the job developed may be placed in the job bank. A "job lead" file should be set up for the use of the team job developers identifying employers who have indicated their willingness to consider hiring HRD applicants. All other job orders, whether developed by team job developers, the employer services unit, or otherwise received, are provided to the job bank.

In addition, the Job Bank will be utilized for maintaining a current list of training slot openings in all manpower programs, such as NYC, MDTA, Job Corps, Mainstream, New Careers, etc. These training slot opening books will be made available to the Employability Exploration Unit, the Employability Development Teams and participating agencies.

J. Employer Services Unit

The Employer Services should be planned, organized, and directed so as to provide job opportunities for all applicants, especially the hard-to-employ, in order to satisfy his manpower requirements. The main thrust of the employer services activity should be devoted to job opportunity development. The openings developed should offer realistic hiring requirements, continuity of employment, and opportunity for training and possible advancement. The job opportunity development effort must focus on the removal of conventional and institutional barriers to the employment of hard-to-employ workers.

The Employer Service Representative (ESR) should fully inform the employer about the operation of the Job Bank and the Job Information Service as a clearing house for job opportunities in the community and for clients served by community agencies. Further, he should be informed of the advantage of the control of referrals by the Job Bank and his responsibility for notifying the office of acceptance or rejection of applicants referred.

The Employer Service Unit should have, or develop, the expertise to provide technical assistance to employers in setting up high support programs for newly hired disadvantaged workers. The provision of this assistance is one of the most significant functions of this unit.

Employers' and their supervisors' lack of understanding of the characteristics and problems of the disadvantaged and of these workers' need for extraordinary support after entry on the job has been a major weakness in all the past programs and projects concerned with the disadvantaged. It will be necessary to develop and supply programmed training material for employers and/or conduct training sessions for key members of the employers' staff who, in turn, would train supervisors and foremen within the employers' facility. Subjects of training should include (1) the characteristics, attitudes, and problems of the disadvantaged, (2) the need for high support and understanding, (3) the "buddy" technique, and (4) specific problem-solving techniques.

Communication and coordination of Employer Services Unit activities with the Job Information Service, the Employability Exploration Services, and Employability Development Teams are essential to job development effectiveness. The Employer Services Unit, because of its knowledge of job market information, should be expected to make an important contribution to the Assessment and Orientation Unit.

The Employer Service Unit is responsible for following up on unfilled employer orders that have been identified in the Job Bank because of insufficient referral activity, or other reasons. The ESR contacts the employer and attempts to get job requirements modified or jobs restructured so that available applicant supply can be utilized. If neither of these actions are appropriate, the employer should be encouraged to use the Job Information Service for positive recruitment. The employer should be informed of interarea recruitment possibilities. If such action is desired, the ESR should make the necessary arrangements.

Also included in the activities of the Employer Services Unit is the provision of technical assistance to employers to resolve manpower problems concerned with the recruitment, selection, utilization, development and retention of their work force.

Staff in the Unit use the content of the recently revised Industrial Services Handbook and their expertise in personnel management and methods to (a) identify job opportunities for workers; (b) establish the feasibility of employing disadvantaged on such jobs; (c) develop plans for achieving this objective; and in turn, (d) develop opportunities for training and upgrading of disadvantaged applicants.

These methods, tools, and techniques are designed to be compatible with the needs of both applicants and employers. It should be demonstrated to the employer that modifications in his personnel and management practices will permit screening in the hard-to-employ applicants who, if properly trained and developed, can become productive workers. In summary, the staff in the Employer Services Unit assume more of a consultant and technician role versus that of a salesman alone. Selling techniques are useful but technical training in all aspects of manpower utilization is essential to perform the employer services functions effectively in relation to the Job Bank and the HRD Employability Development Model.

K. Labor Market Information

The Labor Market Information Unit acts as a central resource for all other local office components. The unit provides the job market information needed to effectively serve job applicants, employers, and the community.

Job information is developed and organized in a variety of formats which are designed for, and specifically meaningful to, various user groups including: the job-ready, applicants in need of employability development services, employers, schools and universities, social, welfare and community action agencies, and private organizations. Materials are prepared for dissemination via TV, radio, and other media, as well as the printed word.

A special section should be maintained in the Job Information Service for a "library type" arrangement of job information for the direct use of applicants making their own job search. The needs of job-ready applicants would be primarily for current information on the availability of current and future job opportunities, by occupation, location and similar factors, job requirements and prevailing wage rates for various occupations, hiring practices of specific firms, and related kinds of information.

Accordingly, items in this section would include Department of Labor publications, such as: the Occupational Outlook Handbook, Job Guide for Young Workers and other national office Job Guide bulletins, State and local Newsletters designed for applicant use, State and local occupational guides, aggregate job vacancy information (including data on hard-to-fill openings by occupation), wage studies, results of employer skill requirements surveys, publications of other government agencies, employer groups, unions, and other public and private organizations, and information on selected MDTA, vocational or college courses available on fee or free basis which would enable the applicant to prepare himself for better job opportunities.

Applicants who are in need of employability development assistance, either through the Employability Exploration Service or Employability Development Teams, will generally need different types of information than the "job-ready." Pamphlets, bulletins, newsletters and similar material aimed at orienting these applicants to "the world of work" and methods of job seeking, as well as information on specific job and training opportunities must be provided. In addition, materials must be prepared for the use of interviewers and counselors working with disadvantaged applicants. The following are examples of the types of job information to be prepared for the use of the Exploration Service and Employability Teams: (1) occupational information leaflets - self aids for use of persons with low-level reading ability; (2) occupational guides designed for the disadvantaged youth - e.g., in comic book format; (3) "motivational" booklets - written in language familiar to disadvantaged persons on the social and personal values of work, etc.;

and (4) opportunity aids - information on the minimum education, vocational, and work experience required in selected entry level jobs. In addition, such ES staff should be provided with copies of the Annual Reports on Occupational Requirements for Vocational Education for use in conjunction with employability development programs.

Job market information is an essential tool for ESR's. Accordingly, the Labor Market Information Unit must also work closely with the Employer Services Unit to assure that ESR's are supplied with current job information and informed of any significant developments in the local labor market situation. In addition to the above types of applicant-oriented information, ESR's should be supplied with information on the overall labor market situation, prepared in regular reports and publications, such as, Area Manpower Reviews, Annual Manpower Planning Report, State and area newsletters, and any other information from the LMI Unit that can be helpful in working with specific employers.

The LMI Unit also provides information to other agencies and community organizations. Two primary documents for disseminating such information on a regular basis are the quarterly Area Manpower Reviews and the Annual Manpower Planning Report. These reports are specifically designed to meet the needs of local community organizations engaged in manpower planning, for example, CAMPS and Model Cities. The unit must also be prepared to provide information to meet special requests. This may involve re-organizing information already available, or may require conducting special surveys on studies to develop basic data.

L. Community Relations

More than ever before, the ES must be dedicated to the principle of involvement in every area in the community which touches on manpower; our success depends on our ability to relate to what else is going on in the community. The critical point is that the Employment Service is not the sole, proprietary agent through which the manpower services and programs are delivered on the community level. The local office manager must take the initiative to seek out other agencies' opinions and advise on manpower problems and to attempt to point out the two-way inter-dependence between the ES and other community service agencies.

It is the ES manager's responsibility to act as a catalyst to create a climate for cooperation in solving manpower problems. The ES should understand that while it is the logical focal point for community manpower activities, it cannot assume an attitude of "if you come to us, we will be happy to try to accommodate you; we will be all things to all people in our field of competence" and successfully accomplish its

redefined mission. The issue is much bigger; it is much more pervasive than the question of do we really care or don't we really care. We have to demonstrate that the system has relevance and that it's really directed to the needs of the people who need assistance. While the ES is responsible to the public for traditional manpower services--interviewing, counseling, testing, placement, job market information--today's economy demands more, if full employment is to be achieved. Unless the ES makes use of, and is used by, community resources, facilities, services and programs, it cannot do its job.

An effective ES community relations program demands a strong role for the local office manager. The ES manager should know what community resources are available for the ES to utilize, what funds are available for specific programs in the community, what the eligibility requirements for these programs are and how they can be tied in with manpower programs. When there is a gap in needed services in a community, the ES manager should create an awareness of this lack and try to mobilize community concern to resolve the insufficiency. Wherever the local office manager is chairman of the local CAMPS committee, he should take a very active role in drawing together community resources through this mechanism.

The local office manager must insure that his staff reaches out to the community organizations and agencies that provide the complementary, supplementary, and supportive services that will make manpower programs work. Such community resources which could be utilized for applicants would include health services, legal aid, consumer education programs, vocational training programs, family planning assistance, child care services, recreation programs, transportation assistance, housing programs, and other social services.

The Job Bank can be a vehicle for uniting community agencies with each other, and the Employment Service. When viewed as a community effort, the Job Bank (1) makes available from a central source an organized list of current job openings, (2) increases chances of early placement for the individual job seeker; (3) increases exposure of job vacancies to a larger applicant population, thus increasing the chances of filling jobs promptly; (4) reduces the number of promotional contacts with employers; (5) avoids costly duplication of job development and placement activities by the Employment Service and Community agencies; and (6) provides a data system which contributes to more efficient management and planning of community manpower activities.

The ES community relations program should exemplify the flexibility of the redirection. It is most certainly in this arena also that our challenges will be met as the nation's developer of human resources.

M. Staff Development and Training

Successful implementation of the plan for redirection of employment services depends in large part upon an effective program of staff development and training. A training plan should be developed to meet the needs of all staff involved in the redirection effort. Areas of training needed include the following:

1. Orientation for all staff in the concepts and objectives of the new direction effort.

2. Special training for managerial and supervisory staff in order to redirect their attitudes and thinking in relation to applicant services and to insure: (a) their full support of the program; (b) the best utilization of available staff and resources; and (c) adequate supervision of applicant services.

3. Training for professional staff in the application of new program methods, including: (a) maximum exposure of applicants to jobs; (b) progressive flow of applicant traffic to meaningful employment; and (c) introduction of, and training in, functions designed to insure greater job retention, such as post-placement support.

4. Training incorporation of the new careers concept in the hiring and utilization of professional staff, including: (a) training of supervisors of preprofessionals; (b) special programs of inservice and outservice training for preprofessionals to insure opportunities for advancement; and (c) training of preprofessionals in the performance of their duties.

One of the major training goals should be orientation of total staff to enable them to function in their new role. Since the basic redirection effort will mean going from the existing organizational structure to the structure envisioned by this paper, staff manning each of the major new divisions of applicant services will need special training. Training should also include, for appropriate staff, special techniques for providing services to veterans, the handicapped, youth and older workers. Other areas of training needs include training in employer and industrial services, as well as training in statistical methods and evaluation.

N. Statistical Reports Unit

The function of this unit is to generate information required by management to meet operation needs and to meet State and national office reporting requirements.

The unit will also be responsible for preparing instructions, procedures, and necessary collection forms to compile the required data. Adequate controls will be established by the unit to eliminate the recording or collection of information which is not essential for the operations of management or needed to meet statistical reporting requirements. Activities of this unit will have to be closely coordinated with the Intake Unit, etc., to assure that only relevant and useful information is being compiled.